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DEPT. OF TRANSPORTATION
DOCKET SECTION
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PROPOSED RULE :

PASSENGER MANIFEST INFORMATION

Docket No. OST-95-950 - 46
Notice No. 96-23

31/95.

DATE: November 7, 1996

ADDRESS: Docket Clerk U.S. D.O.T.
400 7th St., SW Rm. # PL-401
Washington D.C. 20590

PROPOSED RULE: Passenger Manifest Information (Docket No.OST-95-950)

We are students from Florida International University who are concerned about the proposed rule regarding passenger manifest information. We base our concerns on the fact that we are frequent flyers of airlines and that this proposed rule will heavily impact us. We do not agree with the fact the cost burden of the airlines will be shifted to the passenger via higher ticket prices. Passengers should not have to be at the airport hours before they depart to stand in lines that will further delay their vacations and business trips. We have done research and found the following information to support our opinion.

ACCURACY OF INFORMATION:

We do not agree that the collection of passenger manifest information will further aid the airlines response time and accuracy of passenger information in the case of an aviation disaster. At present the airlines keep a list of the all of passenger's names with tickets to board their planes in their computers. They also have a system of tracking the number and name of passengers who actually get on the plane, via the part of the ticket stub removed before a passenger enters the plane. In addition, the stewards and stewardesses

do a head count before the airplane departs from the airport and calls that number in. With all of these different procedures to account for the accuracy of the number of passengers on each flight, we believe it is the airline's responsibility to be able to organize and submit the information in the allotted time in case of an aviation disaster.

In an article published in the New York Times on August 5, 1996, page A1, states problems with the time laps and accuracy of the number of passengers and their names after the crash of T.W.A Flight 800. At 11:30 pm, on July 17, 1996 T.W.A. that the number of passengers on the plane were 229. Twelve hour later the number went down to 228, and the ended up at 230. The airline only had the passenger names and it took them over twelve hours to come up with the correct information. T.W.A could not have used the emergency contact information if it was available at the time.

This same article also states that six years ago, after the explosion of Pan Am Flight 103, Congress passes a law that would require the airlines to accurately match checked luggage with the passengers of the plane, along with having a complete passenger list that includes full first and last names, passport numbers, and emergency phone numbers for passengers on international flights.

The part of the law that required airlines to match luggage to the passenger was implemented, but the passenger list information was not because the airlines refused. We believe that the airlines should be held responsible for the accuracy and quickness of the availability of the passenger names and count to the public, not with calling the person on an emergency contact form.

TRAVEL AGENTS:

We contacted Solar Tours, a travel agency in Sarasota, Florida, and asked about what kind of information they are presently collecting from their customers. We spoke to Josefina Gonzalez, a travel agent at the agency, and she told us that they collect a full passenger name, address, and telephone number for domestic flights at the time of reservation. For customers flying internationally they also collect a phone number where the customer can be reached in their destination city. Ms. Gonzalez states that at present, if the airline finds the need for any of this information they must ask the travel agent for it, and the travel agent must let the customer know. Solar Tours does not currently ask for emergency information from their customers. The travel agencies should not be affected.

SECURITY MEASURES:

We recommend that all airlines check and collect the following information from the passengers before entering the gate to further insure the accuracy of passenger information:

- (1) Full first and last name of passenger
- (2) Two different forms of picture identification
- (3) Name on the two identifications should match the name printed on the ticket
- (4) Pieces of checked luggage and/or carry-on luggage

Regarding international flights and foreign airlines the following additional information should be checked and collected :

- (1) Passport number
- (2) Passport issuing country code

All passengers must provide the two forms of identification before boarding.

AIRLINES INVOLVED:

We believe that every U.S. airlines, and foreign airline that services the U.S. should have their own efficient way of collecting and submitting the information to the authorities in case of an aviation disaster. The enforcement of this rule will differ from the major airlines to the smaller, and foreign airlines due to the lack of automation, technology, and personnel in smaller airlines. As long as the different airlines can submit the information in accordance to the proposed rule in the allotted time, the manner in which the information will be collected should not be standardized. These airlines should be periodically tested and regulated to ensure their ability to give fast, accurate information.

PROCEDURE FOR COLLECTING INFORMATION:

The World Almanac and Book of Facts states that in 1993 there were 7.2 million departures of U.S. airlines. (p.1-Appendix) This does not account for the hundreds of people in each plane departing. For this reason the procedure and amount of time required for checking and collecting the passengers information should be minimized, to reduce the possible congestion and delays that the proposed statutes might inflict if the

rule is passed. We suggest that all airlines, to accommodate for frequent flyers and passengers with only carry-on luggage, set up a check point to verify and collect the identification information separate from the check in counter. This will separate these passengers from the ones who have to check-in luggage, and/or purchase tickets at the counter.

Our suggestion is that the following options be considered :

**OPTION #1- PASSENGERS WITH PRINTED TICKETS AND CARRY-ON BAGS
ONLY**

The passengers, when making reservations directly with the airline, or a travel agent, should give the number of carry-on baggage they will be taking to the reservation personnel on the phone. This will reduce the amount of time at the identification check point counter. Regardless, all of these passengers must have their two forms of identification verified by security personnel before entering the gate.

OPTION #2- PASSENGERS WITHOUT TICKETS AND/OR CHECKED LUGGAGE

The passengers who do not purchase tickets ahead of time must stand in line and have the check-in clerk verify their identification. The passengers with tickets but that have to check in luggage must also have their identification verified at the time of check-in.

COLLECTION OF DATE OF BIRTH:

We agree with the comment that a passenger's date of birth should be collected from the passenger, but that it should not be mandatory. In the case of an aviation disaster, this information would aid the authorities to identify the passengers.

Nevertheless, the date of birth should not be collected as a substitute for the passport number/ passport number and issuing country code information in the case of international flights.. We believe the passport number and issuing country code is more important information than a date of birth in the event of a aviation disaster.

RETAINING INFORMATION:

Our opinion is that the amount of time the information be retained should be for at least six hours after the safe landing of the flight at its destination unless otherwise. For reasons associated with the cost of maintaining the information we believed that after a number of hours the information collected from passengers of previous flights on the same aircraft are not liable for any aviation disaster if any disaster should occur. If, for investigation purposes, when the states department wants a copy of the passenger manifested information, the information collected might not be accurate due to human errors or acts by some individual that plotted the disaster and intended to deceive the investigative body by providing false information.

INTERESTED PARTIES AND STAKEHOLDERS:

(1) Domestic Airlines (Large and Small Airlines)

The biggest concern for the airlines operating within the United States is the initial cost involved in the implementation of a new computer reservation systems need to collect and store the information, the training or up-grading of its current and new personnel to operate the new system, and the congestion and delays of its airports. All of which will increase the cost of operation to the airlines, tighten their profit margins, increases the overall prices of airplane tickets and increases the time needed to collect the information which will further lead to airport congestion and delays. Further concerns were focused on the international level where the proposed rules might decrease the competitiveness of the domestic airlines because the rules are not enforced in the foreign airlines. Thus, limiting the domestic airlines in the pricing of tickets and other services to its customers.

(2) Foreign or International Airlines

One of the main concern of foreign, or international airlines is the hardship in implementing the new computer system and the increase in the number of counter spaces needed to collect the passenger manifest information. Most of the foreign countries lacked the technological feasibility to provide the necessary resources to accommodate the requirements of the proposed rule. If the rule requires the foreign airlines to solicit the passenger manifest information of all its passengers, they will have to account for the fact that in some countries collections such information is against the law..

(3) Travel Agencies

Similar to the airline industry, the travel agencies main concerns are the cost associated with the implementation of the computer reservation system and the training of its employees to operate the system. Their other concern might be the pressure of liabilities that the regulatory agencies might hold them responsible for in the event they are required to collect the passenger manifest information beforehand.

(4) Computer Industry

If this proposed rule should pass, the computer industry will be the big “winner”. In order for the airlines to collect, organize, and store all these data they really needed, a powerful computer unit and database program would be needed to do the task.. As the supplementary notes of the proposed rule indicated, the Advanced Passenger Information System (APIS) in the U.S. Customs has already the advantage of providing such program to meet the challenge that the proposed rule sets forth but with a premium price.

(5) The Federal Aviation Administration

The FAA has airport programs that administer grants to improve the current and future airport capacity. (p.10-Appendix) They would have to help the airports accommodate the additional number of passengers at the airport at one time, due to the increase in delays stemming from the implementation of the proposed rule.

Passengers

This proposed rule will affect the passengers the most. They will have to deal with the delays and increase in ticket prices.

If the proposed rule is passed, the collection of passenger manifest information will require airlines to make costly additions to their daily operations that will, in turn, shift the cost to passengers via higher ticket prices. First, the airlines will have to reprogram, or purchase and install new Departure Control Systems and data bases. These one-time costs are estimated to be \$1 million. It will also require them to hire and train new check-in staff, in addition to re-training the existing staff to be able to efficiently use the new systems. In some airports it will require the airline to expand its check-in space to accommodate the number of passengers traveling daily, since it will delay the check-in time by 40 seconds per passenger, or two to four hours total. This estimate of time delay does not include the extra delays for passengers who need extra assistance, for example, disabled travelers, small children flying alone, people who do not know the language and need translations, and pets traveling without a passenger.

The airline will also need to hire and train reservations personnel at the airport and customer service representatives on their telephone access lines, which will also increase their costs. This does not include the amount of time, if any, that the airline would have to pay in over time due to delays, extra benefits given to employees, and insurance of employees. There would be no other way to recover those costs other than to raise ticket prices to passengers. In addition, it would be mandatory for each passenger to give the accurate information requested by the airline before boarding the airplane, and could be denied boarding if the information is not given. The passenger would also be further

inconvenienced because they would have to show up several hours before a flight, stand in line, and have to indoor through possible interrogation and search of their luggage.

We believe that if this rule is passed, the U.S. airlines will be affected financially in the long run. Even if this rule is enforced for foreign airlines as well, there will always be a couple of airlines who will be exempt due to their own country's privacy laws.

Overall we think that costs out weigh the benefits of the rule and the rule should not be passed. In the vent that it is passed, the airlines, the F.A.A. and the D.O.T. would have to come to a comparable agreement on the cost and efficient factors of the rule.

APPENDIX

U.S. Airline Safety, Scheduled Commercial Carriers

Source: National Transportation Safety Board

	Departures (millions)	Fatal accidents	Fatalities	Fatal accidents per 100,000 departures
1978	5.0	5	160	0.100
1979	5.4	4	351	0.074
1980	5.4	0	0	0.000
1981	5.2	4	4	0.077
1982	5.0	4	233	0.060
1983	5.0	4	15	0.079
1984	5.4	1	4	0.018
1985	5.8	4	197	0.069
1986	6.4	2	5	0.016
1987	6.6	<u>1</u> ₄	231	<u>1</u> _{0.046}
1988	6.7	<u>1</u> ₃	285	<u>1</u> _{0.030}
1989	6.6	11	278	0.166
1990	6.9	6	39	0.087
1991	6.8	4	62	0.059
1992	7.1	4	33	0.057
1993	7.2	1	1	0.014

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Leading U.S. Passenger Airlines, 1993

Source: Air Transport Association of America; in thousands

Airline	Passengers
Delta	84,813
American	82,536
United	69,672
USAir	53,679
Northwest	44,098
Southwest	37,517
Continental	37,280
Trans World	18,938
America West	14,700
Alaska	6,351
Aloha	4,704
Hawaiian	4,327
Simmons	4,147
Horizon Air	2,752
Morris	2,232
Air Wisconsin	2,066
Business Express	2,207
Reno	1,861
Atlantic Southeast	1,460
Trans States	1,388

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U.S. Scheduled Airline Traffic, 1991-93

Source: Air Transport Association of America; in thousands

Passenger traffic	1991	1992	1993
Revenue passengers enplaned	452,301	475,108	487,249
Revenue passenger miles	447,954,829	478,553,708	489,137,135
Available seat miles	715,199,140	752,772,435	770,830,560
Revenue passenger load factor (%)	62.6	63.6	63.5
Cargo traffic (ton miles)	12,129,963	13,198,674	14,089,149
Revenue freight and express (ton miles)	10,225,199	11,129,962	11,914,794
Revenue U.S. Mail (ton miles)	1,904,764	2,068,962	2,174,355
Financial			
Passenger revenue	\$57,091,675	\$59,828,487	\$63,950,548
Net profit	-\$1,940,157	-\$4,791,284	-\$2,137,659
Employees	533,565	540,413	537,111

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Aircraft Operating Statistics, 1993

Source: Air Transport Association of America; figures are averages for most commonly used models

	Number of seats	Speed airborne	Flight length	Fuel (gallons per hour)	Aircraft operating cost per hour
B747-400	398	533	4,331	3,356	\$6,939
B747-100	390	520	3,060	3,490	5,396
L-1011	288	496	1,498	2,384	4,564
DC-10-10	281	492	1,493	2,229	4,261
A300-600	266	473	1,207	1,938	4,332
MD-11	254	524	3,459	2,232	4,570
DC-10-30	248	520	2,947	2,612	4,816
B767-300ER	221	493	2,285	1,549	3,251
B757-200	186	457	1,086	1,004	2,303
B767-200ER	185	483	2,031	1,392	3,012
A320-100/200	149	445	974	771	1,816
B727-200	148	430	686	1,251	2,222
B737-400	144	406	615	775	1,779
MD-80	141	422	696	891	1,793
B737-300	131	414	613	748	1,818
DC-9-50	124	369	320	893	1,901
B737-500	113	408	532	708	1,594
B737-100/200	112	387	437	800	1,757
DC-9-30	100	383	447	798	1,690
F-100	97	366	409	737	1,681
DC-9-10	72	381	439	740	1,332

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Traffic at U.S. Airports, 1993

Source: Air Transport Association of America

Airport	Passenger Arrivals and Departures
Chicago (O'Hare)	65,091,168
Dallas/Ft. Worth	49,654,730
Los Angeles	47,844,794
Atlanta	47,751,000
Denver	32,626,956
San Francisco	32,042,186
Miami	28,660,396
New York (JFK)	26,796,036
Newark	25,809,413
<u>Detroit</u>	<u>24,170,570</u>
Boston	24,038,178
Phoenix	23,542,372
Minneapolis/St. Paul	23,402,412
Las Vegas	22,492,156
Honolulu	22,061,953
Orlando	21,466,033
Houston	20,251,212
St. Louis	19,923,774
New York (La Guardia)	19,804,566
Seattle	18,800,524

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Disaster

Some Notable Aircraft Disasters Since 1937

Date	Aircraft	Site of accident	Deaths
1937 May 6	German zeppelin Hindenburg	Burned at mooring, Lakehurst, N.J.	36
1944 Aug. 23	U.S. Air Force B-24	Hit school, Freckelton, England	76 ¹
1945 July 28	U.S. Army B-25	Hit Empire State Building, N.Y.C.	14 ¹
1952 Dec. 20	U.S. Air Force C-124	Fell, burned, Moses Lake, Wash.	87
1953 Mar. 3	Canadian Pacific Comet Jet	Karachi, Pakistan	11 ²
1953 June 18	U.S. Air Force C-124	Crashed, burned near Tokyo	129
1955 Nov. 1	United Air Lines DC-6B	Exploded, crashed near Longmont, Col.	44 ³
1956 June 20	Venezuelan Super-Constellation	Crashed in Atlantic off Asbury Park, N.J.	74
1956 June 30	TWA Super-Const., United DC-7	Collided over Grand Canyon, Arizona	128
1960 Dec. 16	United DC-8 jet, TWA Super-Const.	Collided over N.Y. City	134 ⁴
1962 Mar. 16	Flying Tiger Super-Const.	Vanished in W Pacific	107
1962 June 3	Air France Boeing 707 jet	Crashed on takeoff from Paris	130
1962 June 22	Air France Boeing 707 jet	Crashed in storm, Guadeloupe, W.I.	113
1963 June 3	Chartered Northw. Airlines DC-7	Crashed in Pacific off British Columbia	101
1963 Nov. 29	Trans-Canada Airlines DC-8F	Crashed after takeoff from Montreal	118
1965 May 20	Pakistani Boeing 720-B	Crashed at Cairo, Egypt, airport	121
1966 Jan. 24	Air India Boeing 707 jetliner	Crashed on Mont Blanc, France-Italy	117
1966 Feb. 4	All-Nippon Boeing 727	Plunged into Tokyo Bay	133
1966 Mar. 5	BOAC Boeing 707 jetliner	Crashed on Mount Fuji, Japan	124
1966 Dec. 24	U.S. military-chartered CL-44	Crashed into village in South Vietnam	129 ¹
1967 Apr. 20	Swiss Britannia turboprop	Crashed at Nicosia, Cyprus	126
1967 July 19	Piedmont Boeing 727, Cessna 310	Collided in air, Hendersonville, N.C.	82
1968 Apr. 20	S. African Airways Boeing 707	Crashed on takeoff, Windhoek, SW Africa	122
1968 May 3	Braniff International Electra	Crashed in storm near Dawson, Tex.	85
1969 Mar. 16	Venezuelan DC-9	Crashed after takeoff from Maracaibo, Venezuela	155 ⁵
1969 Dec. 8	Olympia Airways DC-6B	Crashed near Athens in storm	93
1970 Feb. 15	Dominican DC-9	Crashed into sea on takeoff from Santo Domingo	102
1970 July 3	British chartered jetliner	Crashed near Barcelona, Spain	112
1970 July 5	Air Canada DC-8	Crashed near Toronto International Airport	108
1970 Aug. 9	Peruvian turbojet	Crashed after takeoff from Cuzco, Peru	101 ¹
1970 Nov. 14	Southern Airways DC-9	Crashed in mountains near Huntington, W.Va.	75 ⁶
1971 July 30	All-Nippon Boeing 727 and Japanese Air Force F-86	Collided over Morioka, Japan	162 ⁷
1971 Sept. 4	Alaska Airlines Boeing 727	Crashed into mountain near Juneau, Alaska	111
1972 Aug. 14	E German Ilyushin-62	Crashed on take-off East Berlin	156
1972 Oct. 13	Aeroflot Ilyushin-62	E German airline crashed near Moscow	176
1972 Dec. 3	Chartered Spanish airliner	Crashed on take-off, Canary Islands	155
1972 Dec. 29	Eastern Airlines Lockheed Tristar	Crashed on approach to Miami Int'l. Airport	101
1973 Jan. 22	Chartered Boeing 707	Burst into flames during landing, Kano	176

Feb			Airport, Nigeria	
1973	I	21	Libyan jetliner	Shot down by Israeli fighters over Sinai 108
1973	Apr.	10	British Vanguard turboprop	Crashed during snowstorm at Basel, Switzerland 104
1973	June	3	Soviet Supersonic TU-144	Crashed near Goussainville, France 148
1973	July	11	Brazilian Boeing 707	Crashed on approach to Orly Airport, Paris 122
1973	July	31	Delta Airlines jetliner	Crashed, landing in fog at Logan Airport, Boston 89
1973	Dec.	23	French Caravelle jet	Crashed in Morocco 106
1974	Mar.	3	Turkish DC-10 jet	Crashed at Ermenonville near Paris 346
1974	Apr.	23	Pan American 707 jet	Crashed in Bali, Indonesia 107
1974	Dec.	1	TWA-727	Crashed in storm, Upperville, Va. 92
1974	Dec.	4	Dutch-chartered DC-8	Crashed in storm near Colombo, Sri Lanka 191
1975	Apr.	4	Air Force Galaxy C-5B	Crashed near Saigon, South Vietnam, after takeoff with load of orphans 172
1975	June	24	Eastern Airlines 727 jet	Crashed in storm, JFK Airport, N.Y. City 113
1975	Aug.	3	Chartered 707	Hit mountainside, Agadir, Morocco 188
1976	Sept.	10	British Airways Trident, Yugoslav DC-9	Collided near Zagreb, Yugoslavia 176
1976	Sept.	19	Turkish 727	Hit mountain, S Turkey 155
1976	Oct.	13	Bolivian 707 cargo jet	Crashed in Santa Cruz, Bolivia 1009
1977	Mar.	27	KLM 747, Pan American 747	Collided on runway, Tenerife, Canary Islands 582
1977	Nov.	19	TAP Boeing 727	Crashed on Madeira 130
1977	Dec.	4	Malaysian Boeing 737	Hijacked, then exploded in mid-air over Straits of Johore 100
1977	Dec.	13	U.S. DC-3	Crashed after takeoff at Evansville, Ind. 2910
1978	Jan.	1	Air India 747	Exploded, crashed into sea off Bombay 213
1978	Sept.	25	Boeing 727, Cessna 172	Collided in air, San Diego, Cal. 150
1978	Nov.	15	Chartered DC-8	Crashed near Colombo, Sri Lanka 183
1979	May	25	American Airlines DC-10	Crashed after takeoff at O'Hare Intl. Airport, Chicago 27511
1979	Aug.	17	Two Soviet Aeroflot jetliners	Collided over Ukraine 173
1979	Nov.	26	Pakistani Boeing 707	Crashed near Jidda, Saudi Arabia 156
1979	Nov.	28	New Zealand DC-10	Crashed into mountain in Antarctica 257
1980	Mar.	14	Polish Ilyushin 62	Crashed making emergency landing, Warsaw 8712
1980	Aug.	19	Saudi Arabian Tristar	Burned after emergency landing, Riyadh 301
1981	Dec.	1	Yugoslavian DC-9	Crashed into mountain in Corsica 174
1982	Jan.	13	Air Florida Boeing 737	Crashed into Potomac River after takeoff 78
1982	July	9	Pan-Am Boeing 727	Crashed after takeoff in Kenner, La. 15313
1982	Sept.	11	U.S. Army CH-47 Chinook helicopter	Crashed during air show in Mannheim, W Germany 46
1983	Sept.	1	S. Korean Boeing 747	Shot down after violating Soviet airspace 269
1983	Nov.	27	Colombian Boeing 747	Crashed near Barajas Airport, Madrid 183
1985	Feb.	19	Spanish Boeing 727	Crashed into Mt. Oiz, Spain 148
1985	June	23	Air-India Boeing 747	Crashed into Atlantic Ocean S of Ireland 329
1985	Aug.	2	Delta Air Lines jumbo jet	Crashed at Dallas-Ft. Worth Intl. Airport 133

1985	Aug. Ar.	12	Japan Air Lines Boeing 747	Crashed into Mt. Ogura, Japan	520 ¹⁴
1985	L Dec	12	Arrow Air DC-8	Crashed after takeoff in Gander, Newfoundland	256 ¹⁵
1986	Mar.	31	Mexican Boeing 727	Crashed NW of Mexico City	166
1986	Aug.	31	Aeromexico DC-9	Collided with Piper PA-28 over Cerritos, Cal.	82 ¹⁶
1987	May	9	Ilyushin 62M	Crashed after takeoff in Warsaw, Poland	183
1987	Aug.	16	Northwest Airlines MD-82	Crashed after takeoff in Romulus, Mich.	156
1988	July	3	Iranian A300 Airbus	Shot down by U.S. Navy warship Vincennes over Persian Gulf	290
1988	Dec.	21	Pan Am Boeing 747	Exploded and crashed in Lockerbie, Scotland	270 ¹⁷
1989	Feb.	8	Boeing 707	Crashed into mountain in Azores Islands off Portugal	144
1989	June	7	Suriname DC-8	Crashed near Paramaribo Airport, Suriname	168
1989	July	19	United Airlines DC-10	Crashed while landing with a disabled hydraulic system, Sioux City, Ia.	111
1989	Sept.	19	French DC-10	Exploded in air over Niger	171
1991	May	26	Lauda Air Boeing 767-300	Exploded over rural Thailand	223
1991	July	11	Nigerian DC-8	Crashed while landing at Jidda, Saudi Arabia	261
1994	Jan.	3	Aeroflot TU-154	Crashed and exploded after takeoff in Irkutsk, Russia	125 ¹⁸
1994	Apr.	26	China Airlines Airbus A-300-600R	Crashed at Japan's Nagoya Airport	264
1994	June	16	China Northwest Airlines TU-154	Crashed 10 min. after takeoff	160
1994	Sept.	8	USAir Boeing 737-300	Crashed in Aliquippa, PA, near Pittsburgh Intl. Airport	132

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District and Field Organizations—United States Coast Guard—Continued

Organization	Address	Commander	Telephone
Maintenance and Logistics Command—Atlantic	Governors Island, New York, NY 10004-5098	Rear Adm. Douglas H. Teeson II, USCG	212-663-7197
1st District—Connecticut, Maine, Massachusetts, New Hampshire, northern New Jersey, eastern New York, Rhode Island, Vermont	438 Atlantic Ave., Boston, MA 02210-2209	Rear Adm. John L. Linnon, USCG	617-223-8480
2d District—Arkansas, Colorado, Illinois, Indiana, Iowa, Kansas, Kentucky, Minnesota, Missouri, Nebraska, North Dakota, Ohio, Oklahoma, western Pennsylvania, South Dakota, Tennessee, West Virginia, Wisconsin, Wyoming	1223 Spruce St., St. Louis, MO 63103-2302	Rear Adm. Paul M. Blaney, USCG	314-535-7601
5th District—Delaware, District of Columbia, Maryland, southern New Jersey, North Carolina, eastern Pennsylvania, Virginia	431 Crawford St., Portsmouth, VA 23704-5004	Rear Adm. Roger T. Rufe, USCG	804-338-6267
7th District—Florida, Georgia, Puerto Rico, South Carolina, Virgin Islands	909 SE 1st Ave., Miami, FL 33131-3060	Rear Adm. William P. Leahy, USCG	305-636-5654
8th District—Alabama, Louisiana, Mississippi, New Mexico, Texas	500 Canal St., New Orleans, LA 70130-3096	Rear Adm. Robert C. North, USCG	504-589-6268
9th District—Great Lakes area	1240 E. 9th St., Cleveland, OH 44199-2060	Rear Adm. Gerald F. Woollever, USCG	216-522-3910
PACIFIC AREA	Coast Guard Island, Alameda, CA 94501-6100	Vice Adm. Richard D. Herr, USCG	510-437-3196
Maintenance and Logistics Command—Pacific	Coast Guard Island, Alameda, CA 94501-6100	Rear Adm. Gordon G. Piche, USCG	415-437-3939
11th District—Arizona, California, Nevada, Utah	400 Colsongate Blvd., Long Beach, CA 90822-6399	Rear Adm. Richard A. Appeldoorn, USCG	310-580-4300
13th District—Idaho, Montana, Oregon, Washington	915 2d Ave., Seattle, WA 98174-1007	Rear Adm. Joseph W. Lockwood, USCG	206-220-7090
14th District—American Samoa, Guam, Hawaii, Pacific Islands	301 F., 300 Ala Moana Blvd., Honolulu, HI 96850-4362	Rear Adm. Howard B. Gennings, USCG	808-541-2051
17th District—Alaska	P.O. Box 3-5000, Juneau, AK 99802-1217	Rear Adm. Ernest R. Riutta, USCG	907-453-2026
U.S. COAST GUARD ACADEMY, SUPERINTENDENT	New London, CT 06320-4195	Rear Adm. Paul E. Versaw, USCG	203-444-8265
NATIONAL POLLUTION FUNDS CENTER, DIRECTOR	Suite 1100, 4200 Wilson Blvd., Arlington, VA 22203-1804	Daniel F. Sheehan	703-235-4700
MILITARY PERSONNEL COMMAND, COMMANDER	2130 2d St. SW., Washington, DC 20583	Rear Adm. Fred L. Ames, USCG	202-257-2321

For further information, contact the Information Office, United States Coast Guard, Department of Transportation, 2100 Second Street SW., Washington, DC 20593. Phone, 202-267-2229.

Federal Aviation Administration

The Federal Aviation Administration, formerly the Federal Aviation Agency, was established by the Federal Aviation Act of 1958 (49 U.S.C. 106) and became a component of the Department of Transportation in 1967 pursuant to the Department of Transportation Act (49 U.S.C. app. 1651 note).

The Administration is charged with:

- regulating air commerce in ways that best promote its development and

safety and fulfill the requirements of national defense;

- controlling the use of navigable airspace of the United States and regulating both civil and military operations in such airspace in the interest of safety and efficiency;

- promoting, encouraging, and developing civil aeronautics;

- consolidating research and development with respect to air navigation facilities;

- installing and operating air navigation facilities;
- developing and operating a common system of air traffic control and navigation for both civil and military aircraft; and
- developing and implementing programs and regulations to control aircraft noise, sonic boom, and other environmental effects of civil aviation.

Activities

Safety Regulation The Administrator issues and enforces rules, regulations, and minimum standards relating to the manufacture, operation, and maintenance of aircraft, as well as the rating and certification (including medical) of airmen and the certification of airports serving air carriers.

The agency performs flight inspection of air navigation facilities in the U.S. and, as required, abroad. It also enforces regulations under the Hazardous Materials Transportation Act (49 U.S.C. app. 1801 note) applicable to shipments by air.

Airspace and Air Traffic Management

The safe and efficient utilization of the navigable airspace is a primary objective of the agency. To meet this objective, it operates a network of airport traffic control towers, air route traffic control centers, and flight service stations. It develops air traffic rules and regulations and allocates the use of the airspace. It also provides for the security control of air traffic to meet national defense requirements.

Air Navigation Facilities The agency is responsible for the location, construction or installation, maintenance, operation, and quality assurance of Federal visual and electronic aids to air navigation. The agency operates and maintains voice/data communications equipment, radar facilities, computer systems, and visual display equipment at flight service stations, airport traffic control towers, and air route traffic control centers.

Research, Engineering, and Development The research, engineering, and development activities of the agency are directed toward providing the systems, procedures,

facilities, and devices needed for a safe and efficient system of air navigation and air traffic control to meet the needs of civil aviation and the air defense system. The agency also performs an aeromedical research function to apply knowledge gained from its research program and the work of others to the safety and promotion of civil aviation and the health, safety, and efficiency of agency employees. The agency also supports development and testing of improved aircraft, engines, propellers, and appliances.

Test and Evaluation The agency conducts tests and evaluations of specified items such as aviation systems, subsystems, equipment, devices, materials, concepts, or procedures at any phase in the cycle of their development from conception to acceptance and implementation, as well as assigned independent testing at key decision points.

Airport Programs The agency maintains a national plan of airport requirements, administers a grant program for development of public use airports to assure and improve safety and to meet current and future airport capacity needs, evaluates the environmental impacts of airport development, and administers an airport noise compatibility program with the goal of reducing noncompatible uses around airports. It also develops standards and technical guidance on airport planning, design, safety, and operations and provides grants to assist public agencies in airport system and master planning and airport development and improvement.

Registration and Recordation The agency provides a system for the registration of aircraft and recording of documents affecting title or interest in the aircraft, aircraft engines, propellers, appliances, and spare parts.

Civil Aviation Abroad Under the Federal Aviation Act of 1958 and the International Aviation Facilities Act (49 U.S.C. app. 1151), the agency promotes aviation safety and civil aviation abroad by exchanging aeronautical information with foreign aviation authorities;

certifying foreign repair stations, airmen, and mechanics; negotiating bilateral airworthiness agreements to facilitate the import and export of aircraft and components; and providing technical assistance and training in all areas of the agency's expertise. It provides technical representation at international conferences, including participation in the International Civil Aviation Organization and other international organizations.

Other Programs The agency administers the aviation insurance and aircraft loan guarantee programs. It is an

allotting agency under the Defense Materials System with respect to priorities and allocation for civil aircraft and civil aviation operations. The agency develops specifications for the preparation of aeronautical charts. It publishes current information on airways and airport service and issues technical publications for the improvement of safety in flight, airport planning and design, and other aeronautical activities. It serves as the executive administration for the operation and maintenance of the Department of Transportation automated payroll and personnel systems.

Major Field Organizations—Federal Aviation Administration

Region/Field Office	Address	Administrator/Director
ALASKAN—Alaska	P.O. Box 14, 701 C St., Anchorage, AK 99513	Jacqueline L. Smith
CENTRAL—Iowa, Kansas, Missouri, Nebraska	601 E. 12th St., Kansas City, MO 64105	John E. Turner
EASTERN—Delaware, Maryland, New Jersey, New York, Pennsylvania, Virginia, West Virginia	Federal Bldg., JFK International Airport, Jamaica, NY 11430	Artene B. Feldman
GREAT LAKES—Illinois, Indiana, Michigan, Minnesota, North Dakota, Ohio, South Dakota, Wisconsin	2300 E. Devon Ave., Des Plaines, IL 60018	Jerry Franklin
NEW ENGLAND—Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, Vermont	12 New England Executive Park, Burlington, MA 01803	Robert Bartanowicz, Acting
NORTHWEST MOUNTAIN—Colorado, Idaho, Montana, Oregon, Utah, Washington, Wyoming	1601 Lind Ave. SW., Renton, WA 98055	Frederick M. Isaac
SOUTHERN—Alabama, Georgia, Florida, Kentucky, Mississippi, North Carolina, Puerto Rico, South Carolina, Tennessee	P.O. Box 20636, Atlanta, GA 30320	Carolyn C. Blum
SOUTHWEST—Arkansas, Louisiana, New Mexico, Oklahoma, Texas	Fort Worth, TX 76193-0001	Glyde M. DeHart
WESTERN-PACIFIC—Arizona, California, Hawaii, Nevada	P.O. Box 92007, Los Angeles, CA 90003	Lynore C. Brekke, Acting
EUROPE, AFRICA, and MIDDLE EAST OFFICE	15, Rue de la Loi B-1040, Brussels, Belgium	Patrick N. Poe
ASIA-PACIFIC OFFICE	U.S. Embassy, FAA, Singapore	M. Craig Beard
LATIN AMERICA-CARIBBEAN OFFICE	Miami International Airport, Miami, FL	Raymond A. Salazar
FAA TECHNICAL CENTER	Atlantic City, NJ 08405	Frank Elbertson
MIKE MONRONEY AERONAUTICAL CENTER	P.O. Box 25082, Oklahoma City, OK 73125	Homer C. McClure

For further information, contact the Office of Public Affairs (Public Inquiry Center, APA-230), Federal Aviation Administration, Department of Transportation, 800 Independence Avenue SW., Washington, DC 20591. Phone, 202-267-3484. Fax, 202-267-5039.

Federal Highway Administration

The Federal Highway Administration became a component of the Department of Transportation in 1967 pursuant to the Department of Transportation Act (49 U.S.C. app. 1651 note). It administers the highway transportation programs of the Department of Transportation under

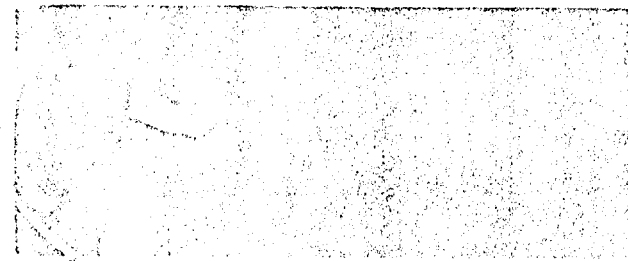
pertinent legislation and the provisions of law cited in section 6(a) of the act (49 U.S.C. 104).

The Administration encompasses highway transportation in its broadest scope, seeking to coordinate highways with other modes of transportation to

But few doubt the Games worked
effectively, providing a remark-
able example of interracial unity in a
nation racked by racial division, and
instead of the world-class headache a
lot of people here expected, they
found to be a gladdy party few people

Continued on Page A10, Column 4

Relationship With Fashion



...Pearson-Da-
...after new
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...collet but
...A de-
...the children
...will love
...she no longer
...I used to
...and. "Now I know a
...given her busy
...she would rather
...something com-
...and appropri-
...not just for the
...the children. Fur-
...the pleasure
...classes — to ex-

...changed her
...at has drastically
...and inter-
...by that especially
...a way that once
...going to a variety
...more casual, often
...to chemise sweat-
...roy is also increas-
...Column 1

...and now Michelle Katcher,
...an executive, typifies the
...changes that are transforming
...women's attitudes toward clothes.
...In 1979 she gloried in her "power
...suit" and heels. Today, her empha-
...sis has shifted, and she dresses
...more for comfort.

Jim West/Impact Visuals
for the New York Times

INSIDE

New Issues Play at Home

After a busy week voting on issues
including welfare, Congress mem-
bers confronted a range of reactions
and concerns at home. Page A12.

AN AMERICAN PLACE

Shifting on the Environment
Representative Ralph Regula, a Re-
publican from Stark County, Ohio,
has spent years finding common
ground between environmentalists
and industrialists. Now he is watch-
ing with amusement as Republican
House members suddenly join mod-
erate the him in being to strength-
en environmental laws. Page A4

much additional growth tax cuts
might generate, how much human
behavior is changed when economic
incentives are changed and to what
extent do political leaders have the
courage and the will to enact deeper
spending cuts than they have so far.

In assessing Mr. Dole's plan, both

Continued on Page A13, Column 3

In advocating a comparatively
simple across-the-board tax cut, Mr.
Dole is adopting a political strategy
that has become a trademark element
of national Republican campaigns
since Ronald Reagan's election in
1980. A similar pledge was at the
heart of Christine Todd Whitman's
successful campaign against Gov.
Jim Florio in New Jersey in 1994.

"Dole needed a wedge issue where
he could draw an unambiguous dis-
tinction between him and Clinton,"
said Bruce R. Bartlett, a former
Treasury official in the Reagan and
Bush Administrations who was
among the first to suggest the 15
percent across-the-board tax cut.

"The challenge to Dole is to con-
vince the American people he means

Continued on Page A13, Column 1

Slowness in Listing Passengers Deepens Air Security Doubts

BY BARRY MEIER
and PAM ZELLUCK

In the hours after Trans World
Airlines Flight 800 exploded in
flames, the airline issued conflicting
statements about how many passen-
gers had been on board. It took 12
hours to verify the passengers' iden-
tities and determine that certain
travelers, including three people
bound for Rome, had not in fact been
on the ill-fated plane.

Federal investigators now say
T.W.A.'s early confusion about the
number and identity of the passen-
gers has set off alarm bells about a
possible breach of aviation security.
Law enforcement officials say they
have suspicions about the airline's
procedures for handling checked
baggage and are closely examining
whether it would have been possible
for someone to put a bomb in a piece
of luggage, check it through to Paris
and not board the plane.

Security experts say the system of
matching bags to passengers in Uni-
ted States airports is more vulnerable
to deception and inaccuracy than the
system at European airports, where
security guards monitor the process
at each critical step. In the United
States, most airlines have bag-

Continued on Page 24, Column 1

NEW YORK, N.Y.
HONOLULU
CHESTNUT HILL

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Davis

1997

mother lode, from a jangled ton of wires and debris that was once the cockpit to the body of the airplane's captain, still strapped in his seat.

In recent years, crash investigators have increasingly used reconstructions for a more sophisticated understanding of airplane catastrophes. This process takes on a special urgency when a bomb is suspected; it requires the hunt for possible points of detonation, and the analysis of how airplane metal has been ripped apart.

These days, on Long Island, debris is being reassembled at a faster pace.

Group from the National Guard began the careful transfer of debris from the barge to two camouflage-green trucks. The crane, which can lift as much as 25 tons, hoisted chunks of metal onto the trucks' 40-foot beds, where Guard members stacked it as best as grotesquely twisted metal can be stacked.

The transfer was watched closely by agents from the F.B.I. and the Bureau of Alcohol, Tobacco and Firearms, and by passers-by peering through a fence. Much of the material could not be distinguished as a piece of a jumbo jet. But now and

But since the July 17 crash of Flight 800, Plant 6 has come alive, if only for the business of a sobering inquiry. Two weeks ago, workers cleaned the hangar's wooden floor so thoroughly, one said, that the President and his wife could eat off the floor. Now a grid-like gray covering has been laid across the hangar's floor to help investigators identify pieces and put them in compartments. Overhead cranes helped move the larger pieces about.

The reconstruction of a destroyed 747 is a gargantuan task. The aircraft is 232 feet long, with a wingspan

sophisticated team done at the F.B.I. Laboratory in Washington.

Each delivery to the hangar means more work, investigators say. But each may hold the clue that answers the mystery of Flight 800.

At 5:30 this afternoon, the motorcade from Runway 13 made its way down a country lane, moving at a funeral procession's pace. Airplane metal jutting from the trucks brushed tree leaves as it passed the Swan Lake golf course and turned right into the former Grumman plant. Then the truckloads of Flight 800 disappeared into the hangar.

briefing, investigators attempted to lower expectations about how quickly they could conclusively determine whether the plane had been destroyed by a bomb, a missile attack or a catastrophic mechanical failure.

Law enforcement officials have said privately that they believe a bomb destroyed the aircraft, severing the cockpit and first-class cabin from the rest of the jet. For that reason, they said, the recovery of several large pieces from the front of the aircraft is potentially significant.

After 18 days of a painstaking recovery effort on the seas 10 miles off

hundreds of pounds brought through the jet. A steady conveyor, large boats of which Guard station at Sea where cranes transfer to large trucks trip to the Grumman.

Salvage crew was expected to work 16 hours late Saturday, the cockpit visible of daughter video came tentative curved wire, investigators assumed the cockpit remains.

The remains of the parts of the plane at the Suffolk County Sheriff's Office, raising 11 of bodies recovered, bodies remain under tentative identification match, officials said.

At the Ramapo, N.J. Kennedy airport, 11 victims still waited their loved ones for recovered and identified.

The relatives of four returned yesterday gave home, their hope after 10 bodies were returned two days.

Oliver Michel, 32, married at the hotel the yesterday morning: "we really hope." By 10 a.m., Mr. Michel finally he had wanted so. The body of his brother been identified.

For Marjorie Campbell ended yesterday morning learned that the body of Richard G. Campbell, field, Conn., a TWA flight had been identified.

Mrs. Campbell said band had been a pilot for that airline for 35 years, 60 years of age or older pilots. But he refused to invest, he became a fire in part because he was not enough money to put the age children through a "flying." Mrs. Campbell said that he wanted.

To Mrs. Campbell, the her husband's remains found triggered a swirl emotions. "I was happy and I was sad in equal measure."

"In one way, I was glad my body, but in another way, my brother had been found, and the flight.

THE AIRLINE

Delay in Listing Passengers in Crash Deepens Doubts on Air Travel Security

Continued From Page A1

matching systems that are similar to T.W.A.'s, and investigators say that any flaws found in the bag-matching procedures for Flight 800 could raise questions about the quality of other airlines' procedures.

"There is no way any bag on its way to the U.S. can get onto a plane without going through security," said Philip Baum, who until recently was a senior official with the T.W.A. subsidiary that handles security at overseas airports. "But coming out of the U.S. is a different story."

A T.W.A. spokesman, Mark Abels, said the airline had made sure that every checked bag in the cargo hold belonged to someone on board.

"Every piece of luggage on the plane was matched to each passenger and accounted for," Mr. Abels said. He acknowledged that it took T.W.A. hours after the crash to verify the number and identity of the passengers, but said the confusion bore no relation to the airline's control of the luggage. He pointed out that Flight 800's departure was delayed for an hour, in part because some luggage was removed to await the passengers who had checked it.

Investigators have said that the four and a half hours of Flight 800 were separated from the rest of the plane by an air traffic controller. Although they have not received definitive confirmation, a West Coast report that a bomb in the baggage bin in the lower cabin of the plane was removed at the time of the crash has caused concern.

Compiling accurate passenger lists and matching each checked piece of luggage to a specific passenger are cornerstones of aviation security. Congress passed a law in 1983 requiring airlines to confirm that every checked bag belongs to a passenger on international flights. The legislation stemmed from the 1988 downing of Pan American Flight 103 over Lockerbie, Scotland, a disaster caused by a bomb planted in luggage that had been checked by a passenger who never boarded the plane.

"The passenger manifest and the luggage match is a critical part of security," said Kurt Wurzbacher, director of security operations at the Fairfax Group, a security consulting company in Falls Church, Va. "If an airline is not using that system the way it is designed, it could create a serious vulnerability."

The 1983 law also required airlines to compile a complete passenger list, including full names, passport numbers and emergency phone numbers, for international flights. Airlines must make this information available within three hours of any crash occurring outside the United States. A proposal currently in Congress would require airlines to make an accurate list available soon after the crash of a domestic flight.

But while the bag match requirements have been put into effect, the passenger list law has not, in part because of opposition by airlines.

At 9 P.M. on July 17, some 30 minutes after the crash of Flight 800, T.W.A. officials began trying to compile the identity of those aboard. Mrs. Abels said at 11 P.M., they put the manifest on TV. Twelve hours

later, they changed it to 228. Finally, late that afternoon, airline officials confirmed that 230 people had actually been aboard.

Mayor Rudolph W. Giuliani has said that he and his staff repeatedly beseeched the airline for an accurate passenger list so that anguished family members could know if relatives were on board. At various times during the night of the crash, the Mayor said, airline officials told him they could not produce an accurate list

Experts say luggage procedures in the U.S. could be tighter.

because the F.B.I. or other law enforcement agencies had taken crucial records — or because the National Transportation Safety Board had told them not to release the information. Both Mayor Giuliani and a safety board spokesman later called the explanations untrue.

In their effort to make the identifications, airline employees were scrambling to compare differing lists of passengers with boarding passes, and telephoning airports around the country for information on passengers who had started their trips in those cities.

Mr. Abels said discrepancies in the passenger list do not prevent the airline from correlating the names of those who checked bags with the names of tickets collected at the

gate. Confusion about names of passengers, he said, sometimes arises because people traveling together book their tickets under one name. He added that there was not always a direct connection between the number of passengers who check bags and the number on board, because some take only carry-on bags.

Still, aviation security experts said that bag-matching systems used by airlines at American airports are not as tightly controlled as those used by the same companies in Europe. At major European airports, security guards are posted at points where luggage is collected or might get mishandled, said Mr. Baum, formerly manager of training and auditing for the T.W.A. subsidiary that handles security overseas.

Mr. Abels said that every piece of luggage checked by an international passenger is marked with an electronic bar code. It then travels to a cargo area where it is sorted according to flight, packed into a container and loaded onto a plane. As passengers board the flight, their names are typed into a computer and matched against the names of those who have checked bags until all the luggage is accounted for.

Although many carriers follow similar procedures, a spokesman for Delta Air Lines, Bill Barry, said the airline loads each international passenger's luggage after the passenger boards the plane.

A former director of security for Northeast Airlines, Douglas D. Laird, said bag-matching procedures used in the United States are not as tight as those used in Europe, but he said he had not seen any

they depend on properly trained and honest baggage handlers. Federal investigators say they have questioned baggage handlers who loaded luggage onto Flight 800.

Now, they are also scrutinizing the passenger manifest to make sure it accurately represents all those who boarded the plane.

At the request of the Immigration and Naturalization Service, United States airline representatives at European airports already collect detailed information on passengers bound for this country by using computers to read passports.

Soon, airlines will be required to provide more detailed information more quickly about outbound international passengers than T.W.A. was able to do after the crash of Flight 800. Several other airlines, like Delta and United, said they already can provide a verified passenger list in as little as one or two hours.

Just six hours before the July 17 crash, Government officials, airline representatives and victims' advocates held a conference call to hammer out a plan for implementing the 1983 law requiring airlines to improve their information-gathering on international passengers.

One of the victims' advocates, M. Victoria Gurnamack, who lost her husband in the Pan Am 103 explosion, said that during the conversation, she had expressed her frustration with the one-year lag in putting the law into effect.

"It's a pain to wait," Ms. Gurnamack recalled saying. "A three-year lag in the law is a pain, but a one-year lag is a pain, too."

Tighter Airline Security Will Add Inconvenience

By EDWIN McDOWELL

Even before President Clinton's July 25 order requiring airports to tighten security procedures, many airports had started doing so on their own. So had airlines, which are responsible for the security of the aircraft, including the screening and loading of luggage. The stricter security measures grew out of the explosion aboard T.W.A. Flight 800 on July 17, which killed all 230 people aboard the Paris-bound 747.

The measures adopted voluntarily and those imposed by the White House will have a direct impact on travelers. "There will be more inspection of bags," said Transportation Secretary Federico F. Peña. "There will be more interviews of passengers. There will be delays, there will be inconvenience, there will be longer lines."

There will also be closer and more frequent scrutiny of passengers, to check their bona fides and to see if they match the profiles used to identify potential terrorists. And directly or indirectly, the cost of these measures — which an F.A.A. advisory committee earlier this year had estimated could reach \$5 billion over 10 years — will be

borne by the flying public or the public at large.

But safety, rather than cost, appeared to be the foremost priority for officials who tightened security regulations within days of the T.W.A. tragedy. Bradley International Airport in Windsor Locks, Conn., decreed that family and friends bid goodbye to passengers outside the X-ray security stations and greet arriving passengers only in the baggage claim area.

"The F.A.A. is happy when you increase security on your own," said Ken Robert, the aviation administrator for the State of Connecticut. Bradley International took its actions, he said, "to head off potential problems, not because there were any threats."

Indianapolis International Airport installed checkpoints restricting access to anyone without a ticket. Cleveland Hopkins International eliminated the first two rows of its short-term parking lot, adjacent to the terminal, and it barred vehicles from waiting at curbside on the upper and lower roadways along the main terminal building; vehicles there must be immediately loaded and unloaded. At airports from Philadelphia to Dallas-Fort Worth, tow trucks are out in force to haul away unattended vehicles, and

police and security guards are under orders to confiscate unattended baggage. And the day after President Clinton's order, Logan International Airport in Boston went beyond the new requirements by adding bomb-sniffing dogs and undercover patrols. It also said state police would augment the airport force.

Airport administrators and airlines are usually reluctant to talk about specific security procedures, for fear of tipping their hand. In a rare breaking of this custom, United Airlines — on the day before Mr. Clinton issued the new rules for airports — said it would not accept small packages without opening them first, and that it would require two forms of identification from anyone checking such packages. It added that it was testing new equipment to see whether it proved better at detecting explosives.

Rival carriers were miffed at United for seeming to take credit for procedures they also had implemented — either in response to the T.W.A. crash or since Oct. 1, when the Federal Aviation Administration issued an array of security decrees only hours after Sheik Omar Abdel Rahman and nine other Muslim radicals were convicted in New York of conspiracy to carry out a terrorist campaign in the United States.

After the T.W.A. crash, some carriers that had accepted as valid identification a photo ID from passengers' employers no longer did so unless it was accompanied by a government-issued ID. And some carriers now demand that owners remove dogs and other pets from kennels, so they can check the kennels for explosives.

While the changes have left many airline passengers confused, travel agents and airline officials say the best way to keep a visit to the airport from becoming a nightmare is to follow these simple rules:

- Arrive 45 minutes to an hour earlier than usual, or up to two hours before a domestic departure and three hours before an international departure.
- Have two forms of identification, including a government-issued photo ID. Although Federal regulations require only one such form — a driver's license with photo or a passport, for example — individual airlines can and sometimes do ask for two forms. For instance, in the absence of a passport or driver's license, Delta will accept two other forms of identification, including a Social Security card and a photo ID issued by an employer.
- If questioned by security agents, give straightforward answers without adopting an attitude or trying to be witty.
- Be sure the ticket is issued in your name. If a traveler is caught with a ticket written in the name of a friend, relative or co-worker, the ticket will be confiscated and the ticketholder will have to either stay behind or, provided seats are still available, buy a last-minute ticket at full fare.

U.S. Airlines Expand Electronic Ticketing

Carnival, Delta and Northwest are among the airlines that have recently expanded their electronic ticketing service. With electronic ticketing, there is no paper ticket that needs to be picked up or can be lost. Passengers make reservations as usual, either by phone or by the airline's website, and the ticket is faxed or mailed. At the airport, boarding passes are usually obtained by showing identification to an agent at the gate.

Last month Carnival Air Lines initiated ticketless travel on its Newark-Fort Lauderdale route and expects to offer the service on all domestic service by next summer.

Delta Air Lines, which introduced electronic ticketing in May on certain flights from Boston, Orlando, Tampa, and Cincinnati, has added it on routes from Los Angeles, San Francisco, and Seattle. The airline says it expects to expand the service to all domestic routes by next summer.

Cape M

Passengers who drive onto the newly refurbished Capes, for the 70-minute Delaware Bay between Le Cape May, N.J., are not like it for a cruise ship. But no confuse it with an ordinary car deck with an ordinary passenger decks fully enclosed cafe with a bar, two elevators the car deck to the passenger children's play room, a 100-seat glass-enclosed linked to a mezzanine lounge staircase.

Designed after Euro many of which offer me



A restaurant on the T

electronic ticketing on 15 routes from Minneapolis hub. Flights from hub in Memphis will be added program will be expanded by all routes in the United States from the United States to Can

In an Indianapolis Calder for Kids



Collection of Whitney Museum of Art

"The Horse," 1976.

"Calder's Art: A Circus of the Mind"

DEAL IN CONGRESS GIVES HEALTH BILL A NEW MOMENTUM

QUICK ACTION IS EXPECTED

Legislation Change Would Test
Medical Savings Accounts
in Job-to-Job Insurance

By ROBERT PEAR

WASHINGTON, July 25 — Two of the most powerful members of Congress announced tonight that they had solved the major problem blocking passage of legislation to make health insurance more readily available to millions of Americans.

The agreement was announced by Senator Edward M. Kennedy, a co-sponsor of the legislation, and by Representative Bill Archer, the chairman of the House Ways and Means Committee, which wrote much of the bill.

The legislation would guarantee that most people in employer-sponsored health plans would be able to obtain health insurance after changing or losing their jobs without being denied coverage because of existing medical problems.

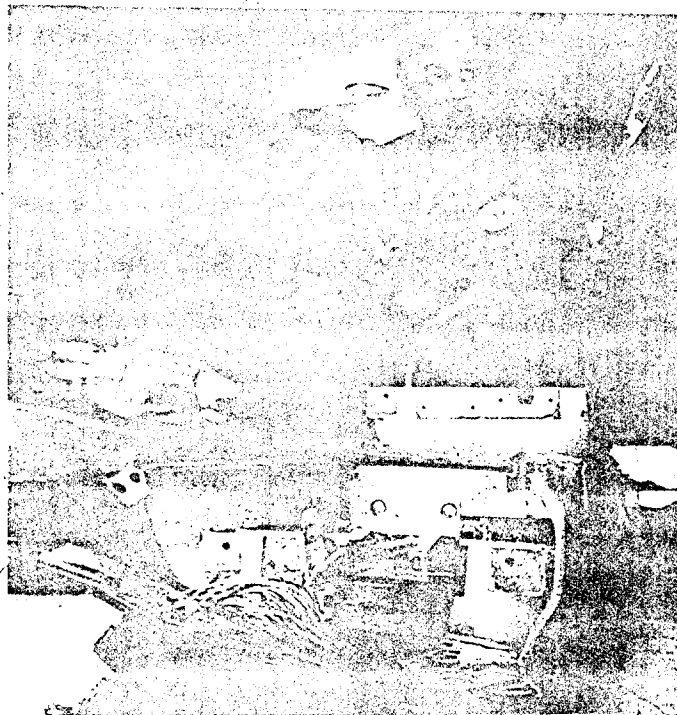
The agreement tonight does not guarantee enactment of the insurance legislation, which has been passed in different forms by the House and the Senate. But negotiators from the two chambers can now meet in a conference committee to resolve their differences and finish work on the bill, which has been enthusiastically endorsed by President Clinton as a modest first step toward guaranteeing health insurance for all Americans. And leaders of both parties said tonight that they expected those other differences to be resolved relatively quickly.

The bill has been held up for three months by Democratic opposition to Republican provisions in the House version of the bill to create tax incentives for a novel form of health insurance coverage known as medical savings accounts.

The fight over the health insurance bill, one of the most significant pieces of legislation considered by the current Congress, had spilled over into other areas, stalling legislation to raise the minimum wage to \$9.15 an hour, from the current \$4.25. The Senate Democratic leader, Tom Daschle of South Dakota, said tonight that the agreement on health insurance meant that the House and the Senate could break that logjam.

Mr. Kennedy and Mr. Archer said they had agreed to allow a national but carefully limited test of medical savings accounts. Under the agreement, they said, the Government would create tax incentives for people to put money into such accounts. The money would be used for routine medical expenses. People establishing these accounts would have to buy insurance with low premiums and

CLINTON SETS TOUGH RULES FOR TIGHTER AIR SECURITY; TAPE REVEALS SUDDEN NOISE



Flight 800's voice recorder (at rear) revealed a sudden noise before the crash; officials hope to learn more from the data recorder (foreground).

Record of Quick Destruction: Briefest Sound, Then Silence

By MATTHEW L. WALD

EAST MORICHES, L.I., July 25 — The cockpit voice recorder from Trans World Airlines Flight 800 captured "a brief fraction-of-a-second sound" just before it stopped recording, the chief of the crash investigation said this afternoon.

The recording indicates that whatever happened to the 747 jetliner, it was sudden, a finding that is consistent with a bomb and one that dovetails with other signs noted by investigators soon after the crash that would point to a bomb. Those signs include the lack of a distress call and the sudden failure of the on-board radio system, which sends back reports of the plane's altitude and location.

Aviation experts say they cannot exclude mechanical failure, but they cannot theorize a mechanical problem that would destroy a plane so suddenly. The conversation in the cockpit showed no sign of trouble or

alarm, Federal officials said.

Law-enforcement officials said tonight that they could draw no clear conclusion from the sound on the tape, but they said that it added strong support to the theory that a bomb destroyed the plane.

The vice chairman of the National Transportation Safety Board, Robert T. Francis, who is heading the investigation, said that the analysis of the recorder's contents had just begun.

"I'm not going to try and analyze what's here," he said. "I would just say that this is what the folks that are expert at doing this have gotten thus far."

"We have promised and we are giving out information when we're comfortable with what we know. This is what we know. There are some pretty smart folks in Washington right now working on these chal-

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DELAYS IN TRAVEL

Gore to Seek Machines
to Detect Explosives
for Use in Airports

By JAMES BENNET

After spending almost three somber hours with relatives of the victims killed in the crash of Trans World Airlines Flight 800, President Clinton announced yesterday that he had ordered several steps to tighten security at the nation's airports, including heightened scrutiny of passengers, luggage and cargo.

Mr. Clinton said the new security measures were intended partly to calm the nerves of travelers worried by the crash, but he added that the Government had not yet drawn any conclusions about what caused it.

"While we seek the cause of the disaster, let us all agree that we must not wait to alleviate the concerns of the American people about air safety and air security," Mr. Clinton said in remarks to reporters at Kennedy International Airport.

Also yesterday, investigators examining the plane's cockpit voice recorder, pulled from the wreckage in the waters off Long Island early yesterday morning, said the device captured a sound lasting just a fraction of a second before it stopped functioning. While no one was willing to draw firm conclusions from that, law enforcement officials said it supported the theory that the plane was destroyed by a bomb. At the crash site, searchers recovered the remains of 12 more people yesterday, leaving 103 bodies still to be pulled from the water.

Mr. Clinton said the new security measures, to take effect immediately, could increase the cost and inconvenience of air travel, but added, "The safety and security of the American people must be our top priority."

Emphasizing that he did not know what caused the crash of Flight 800, he said, "If it proves to be a mechanical failure, additional safety measures may be required. If it proves to be a criminal act, other security steps may be required. Whatever needs to be done, we will do it."

Referring to the crash, an airport security directive issued by the Federal Aviation Administration yesterday said, "A determination as to the cause of the incident has not been made and it is difficult to ascertain when that determination will be made, but a terrorist attack by means of an improvised explosive device cannot be ruled out."

ance for all Americans. And leaders of both parties said tonight that they amended those other references to be purely of a advisory nature.

The bill has been held up for three months by Democratic opposition to Republican proposals in the House version of the bill to create tax incentives for a novel form of health insurance coverage known as medical savings accounts.

The fight over the health insurance bill, one of the most significant pieces of legislation considered by the current Congress, had spilled over into other areas, stalling legislation to raise the minimum wage to \$5.15 an hour, from the current \$4.25. The Senate Democratic leader, Tom Daschle of South Dakota, said tonight that the agreement on health insurance meant that the House and the Senate could break that logjam.

Mr. Kennedy and Mr. Archer said they had agreed to allow a national but carefully limited test of medical savings accounts. Under the agreement, they said, the Government would create tax incentives for people to put money into such accounts. The money would be used for routine medical expenses. People establishing these accounts would have to buy insurance with low premiums and

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The Bill Edges Closer

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final bill. Neither side is giving Mr. Clinton any running room. Speaker Newt Gingrich, Republican of Georgia, says Mr. Clinton "has an absolute moral obligation to sign this bill," while the reigning welfare expert in the President's own party, Senator Daniel Patrick Moynihan of New York, suggests that Mr. Clinton will have a blot on his eternal soul if he does.

Mr. Clinton is in an uncomfortable position for any politician, particularly one with a reputation for perpetual repositioning. Which promise will he keep: the one to end welfare, or the one to protect children, or neither? The White House will not even whisper it, but Democrats acknowledge that the President is damned if he does and damned if he doesn't.

For Republicans, the issue is clearer, if still not clear-cut. Having tortured Mr. Clinton about his two versus, Bob Dole would be happy to keep torturing him about a third. But Congressional Republicans running for re-election around the country would also like to be able to do more.

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By JAMES L. MURPHY

EAST MORCHES, N.Y., July 21 — The cockpit voice recorder from Texas World Airlines Flight 800 captured "a brief fraction of a second sound" just before it stopped recording, the chief of the crash investigation said this afternoon.

The recording indicates that whatever happened to the 747 jetliner, it was sudden, a finding that is consistent with a bomb and one that dovetails with other signs noted by investigators soon after the crash that would point to a bomb. Those signs include the lack of a distress call and the sudden failure of the on-board radio system, which sends back reports of the plane's altitude and location.

Aviation experts say they cannot exclude mechanical failure, but they cannot theorize a mechanical problem that would destroy a plane so suddenly. The conversation in the cockpit showed no sign or trouble or

alarm, experts said.

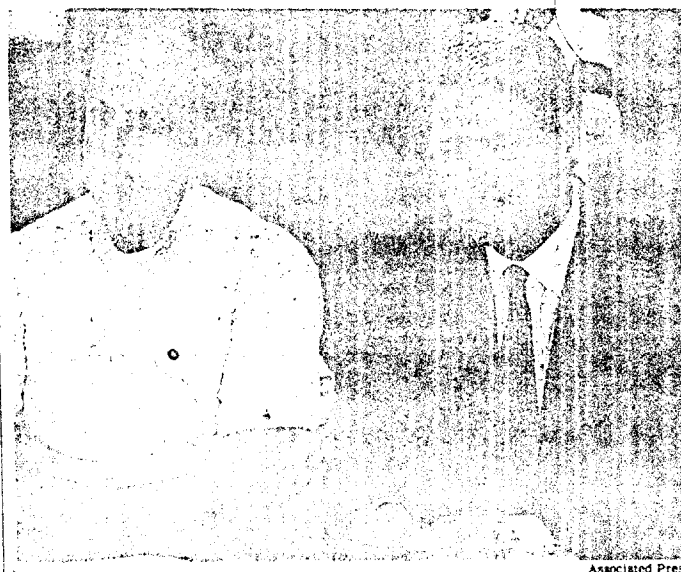
Law enforcement officials said tonight that they could draw no clear conclusion from the sound on the tape, but they said that it added strong support to the theory that a bomb destroyed the plane.

The vice chairman of the National Transportation Safety Board, Robert T. Francis, who is heading the investigation, said that the analysis of the recorder's contents had just begun.

"I'm not going to try and analyze what's here," he said. "I would just say that this is what the folks that are expert at doing this have gotten thus far."

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President Clinton joined Robert Francis at a safety board briefing.

Despite Warnings, Most Air Cargo Is Unscreened

By PAM BELLUCK
and JOHN SULLIVAN

In early 1995, American Embassy officials in Pakistan interviewed Ishtayak Parker, a student, who told them a chilling story.

According to Government officials, Mr. Parker said he had been asked by Ramzi Yousef, the man accused of masterminding the World Trade Center bombing, to plant a bomb on a United Airlines plane from Bangkok to Los Angeles by hiding it in a package to be shipped as air cargo. Mr. Parker told the officials that he decided instead to turn in Mr. Yousef and that he threw

away the explosive device before coming forward.

American officials were at first skeptical that a bomb packed in a cargo shipment could get by undetected. But they were started to learn what aviation experts and shipping companies already knew: that the vast majority of air cargo is not X-rayed or hand-searched.

Ever since a terrorist bomb hidden in checked luggage destroyed Pan Am Flight 103 over Lockerbie, Scotland, in 1988, security experts have worried about the vulnerability of passenger aircraft to explosives hidden in cargo.

But despite the conclusion of a Presidential commission in 1993 that the lax scrutiny of air cargo loaded on passenger planes was "a huge gap in the security umbrella," little has been done.

In an announcement of various improvements in rules governing avia-

tion security, President Clinton said yesterday morning, said the device captured a sound lasting just a fraction of a second before it stopped functioning. While no one was willing to draw firm conclusions from that, law enforcement officials said it supported the theory that the plane was destroyed by a bomb. At the crash site, searchers recovered the remains of 12 more people yesterday, leaving 103 bodies still to be pulled from the water.

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Mr. Clinton also said he had asked Vice President Al Gore to lead a commission to review aviation safe-

Continued on Page B4, Column 1

Headaches Ahead

New security measures imposed by the Clinton Administration will confront passengers between American cities with the kinds of long lines, detailed searches and interrogations that international voyagers are used to, and flights out of the country will be scrutinized even more intensively.

Article, page B6.

tion security, President Clinton said yesterday that cargo screening would be tightened, a move aviation security experts say is long overdue, whether or not an explosive device hidden in cargo caused the crash of TWA Flight 800.

In 1989, the Presidential commission urged the Federal Aviation Administration to give the airlines the job of checking cargo, just as they do with luggage and carry-on bags. But the agency has continued to rely on freight shipping companies to "inspect cargo shipments and vouch for their contents. Airlines can use any

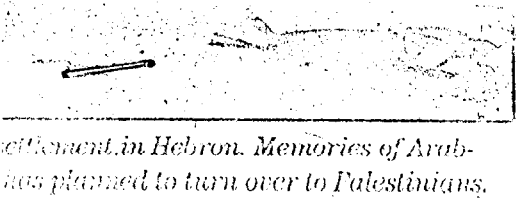
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JEWISH WOMEN GIRLS' LIGHT SHABBAT candles today 18 min. before sunset in NYC 7:58PM. Info: 718-774-2660, outside NYC: 718-774-5900. In merit of Raela Gutnick, ORM - ADVT.

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Settlement in Hebron. Memories of Arab- has planned to turn over to Palestinians.

waits Decision

Split West Bank town

groups' militancy. Israel agreed to exit under the peace deal with Palestinians. But that move was delayed as Israel voted in a conservative prime minister, Benjamin Netanyahu, who is under pressure to hand over the city - except for Jewish settlements - to Palestinian control.

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Continued from Page 1

FOR American workers, these are "neither the best of times nor the worst of times," says economist Frank Levy.

Yes, 10 million new jobs have been created since President Clinton took office. But for many, wages are falling, and have been for years.

On the eve of the Republican and Democratic national conventions, politicians will be putting their own spins on the American economic outlook. Economists say the picture is actually mixed: solid though sluggish growth, modest inflation, and a growing gap between rich and poor that ignites political sparks.

"Widespread wage erosion persists in this economy," insists Jared Bernstein, an economist at the Economic Policy Institute, a liberal Washington think tank. He sees a "disconnect" between the economic expansion, now more than five years old, and the incomes of most individuals.

President Clinton, preparing for the November election, appears before the media when there is good news - such as the 4.2 percent annual rate in real economic growth during the April-June quarter that was announced last week.

"Our economy is doing well because we put in place the right

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ROUND

Ground Personnel: Gap in Airport Security System

Powers
of The Christian Science Monitor

WASHINGTON

A swarm over airplanes sitting at the gate - handling luggage, delivering meals, pumping peer intently at X-rays when cars pass through security control pass your keys in a little tray metal-detecting machines. check tickets at the gate, as-

sign seats, and deliver the bad news if a flight isn't on time.

They're the thousands of people who work at America's airports - and they may be one of the weak points in today's airline-security defenses.

The day-to-day activity of ground personnel at airports across the country is under scrutiny in the wake of the tragedy of TWA Flight 800. Dozens of workers can enter an airplane while it

sits on the Tarmac between landings and takeoff. Many of them might have an opportunity to leave behind a bomb, experts say.

Investigators have yet to definitively determine if a bomb destroyed Flight 800 - or how a bomb might have gotten on the plane. While the vast majority of airport employees are honest and hard-working, terrorists

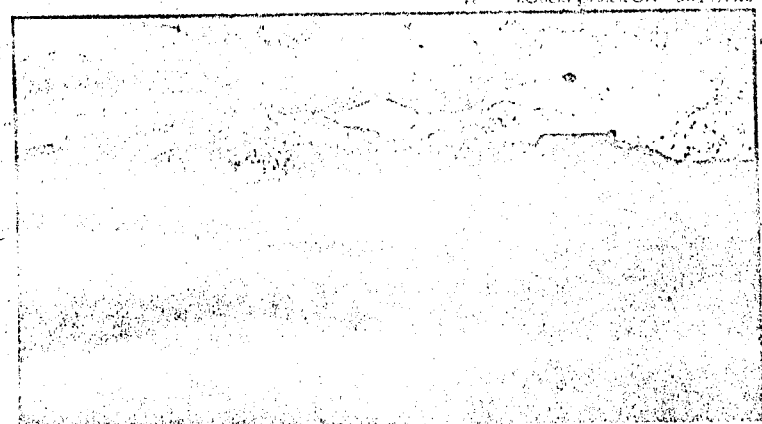
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More Americans Move Off the Beaten Path

Dr. Crews
of The Christian Science Monitor

A bit of a psychologist, Catherine Crews worked with children in some of Trenton, N.J.'s, toughest neighborhoods. She liked going to the theater. She ate up Parmesan cheese in wedges, not in cans. This month she is packing up and moving to an farmhouse in Arkansas, where fireflies cover the night in a bright cloud. While she doesn't know what she will have, she's willing to find out. "I only thought of it as a place to retire, but I loved it," she says. "When I went outside and saw the stars, I brought tears to my eyes. I haven't seen stars since my childhood."

ROBERT HARRISON - STAFF/FILE



MONTANA HOME: Where bustle of city life is a faint memory.

Dr. Crews's tale of manifest destiny is a story being repeated in lives across America. In the past five years, 1.5 million Americans have moved from crowded California and the East Coast to the mountain West, the

See **WEST** Page 4

might easily masquerade as baggage handlers, say — or suborn some other low-paid worker. A 1994 General Accounting Office (GAO) report found that the turnover rate for airport screeners was more than 50 percent and that screeners needed "better and more frequent training."

The trouble with these jobs, according to Joe Lawless, director of the Massachusetts Port Authority in charge of security at Boston's Logan International Airport, is the pay rate. "They don't make much over minimum wage. That's why the turnover rate is so high," he says.

Some 40 people reportedly had access to TWA Flight 800 while the plane sat in New York. James Kallstrom, head of the FBI's investigation into the crash, said in a recent news conference that the FBI has interviewed all those individuals, as well as all who had access to the plane in Athens before it flew to New York.

But a highly publicized theft last December from a bag being loaded onto a plane at Kennedy International Airport highlights the problem of access. A baggage handler stole a diamond necklace and bracelet belonging to Sarah Ferguson, the Duchess of York. The young man was later apprehended and the jewelry returned. But if workers can take something out of a bag during loading, they can just as easily put something in, experts say.

Certainly, airport workers are not the only soft spot in security.

"We highlighted a number of vulnerabilities in the overall security framework, such as the screening of checked baggage, mail, and cargo," GAO assistant comptroller Keith Fultz said in testimony before a Senate committee on Aug. 1. "More recent security concerns include smuggling bombs aboard aircraft in carry-on bags or on passengers," he added.

In interviews, spokesmen for three companies that provide 500 passenger screeners and cargo loaders for airlines at Logan Airport say that their turnover rate is extremely high, but that they don't keep figures. Most of their employees are students, retirees, or people who haven't been well-educated, they say.

But the companies do run 10-year background checks — both work history and criminal records — on each applicant, they say.

If the cause of the TWA downing is ruled to

have been the accidental random checks President Clinton ordered July 25. Many experts and congressmen say that, while waiting for new baggage- and cargo-scanning technology to be tested, the US should adopt measures that have been in place for years in Europe and Israel.

"[US airport security] is a soft target right now, you want to make it hard," says John Beam, a security consultant and retired CIA official. "If you show that you are doing something, a would-be terrorist might go somewhere else."

Mr. Beam was in charge of setting up a security program for TWA in Europe. He modeled the program after one used by Israel's El Al airline, establishing security teams at each airport.

The first person a passenger encounters is a security agent, Beam says. That agent assesses the passenger and the ticket, and looks for certain things, such as whether the ticket was paid for in cash. If anything is remotely suspicious, the agent hands off the passenger to a supervisor for closer scrutiny. The supervisor questions the passenger more thoroughly and most likely,

SAM MIROVICH/REUTERS



AIRPORT WATCHDOG: A security guard at Los Angeles International Airport instructs a passenger to put her bag through the X-ray machine.

inspects the passenger's bag and runs it through an X-ray machine.

This approach to security stopped Ann Murphy from unknowingly carrying a bomb aboard an El Al plane at London's Heathrow Airport in 1986. Ms. Murphy, who was traveling to Israel at the request of her Palestinian fiancé in preparation for their marriage, followed his instructions to tell airport security she was going on vacation. But a security guard noticed her nervousness and handed her over to his supervisor. The supervisor discovered an explosive molded into the bag's lining.

Beam says two things will improve the quality of work for security personnel: Pay a decent wage, and motivate them.

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